Similarly as regards the railway rolling stock used to carry supplies for the civilian population,

> " The methods of allocation adopted by these bodies [local distribution Commissions] are slow and cumbersome, with the result that thousands of waggons are often held up at various points waiting to be distributed. Sometimes they are delayed in this way for weeks and months.[35]

Private traders would circumvent this by bribing railway officials to let them have waggons. But as no one was bribing in the interests of the Government, Government stores remained stationary for long periods. Bribery is always an anti-social weapon.

These circumstances ought not to have been a surprise to anyone who knew Czarist Russia. In fact it was always a subject of gossip and jest whenever and wherever Russian needs were discussed. But the Allies ought to have made a common effort to grapple with these conditions years ago. The organisation of Russia for waging effective war ought to have been one of the first concerns of the Western Allies.

At this Conference arrangements were made to reorganise transport and distribution. In determining what supplies to send to Russia, *New arrangements made* discussion proceeded partly upon the principle of the maximum amount which it was thought could be brought to the country and distributed there in the course of 1917.

In this connection, Lord Milner reported to the War Cabinet:—

" I think we have done two things :—

i. We have worked out a practical scheme for the supply of war material, based on the principle